

# bulletin





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## "AID FROM AMERICA": Foreign Relief Operations in Italy

by Durand Smith

What happens to foreign-aid funds after they have been appropriated by the Congress? Few taxpayers know, except in a vague and general way, how that portion of their tax dollars is spent. This article tells something of what has been done and is being done with the money allocated to Italy under the post-UNRRA relief program<sup>1</sup> and the interim-aid program.<sup>2</sup>

Italy received \$121,000,000 in relief assistance under the first program, now virtually completed; the second program, which is also nearing completion, is providing Italy with approximately \$182,000,000 in aid.

To keep its people from going hungry and to keep its economy running Italy must import wheat and coal. The bulk of the American funds therefore has been used to purchase these two basic commodities. In addition, fats, pulses, petroleum products, blister copper, sugar, medical supplies, dairy products, pesticides, fish, and canned meat have been procured. All the wheat (including flour) has been bought in the United States and almost all the coal. Offshore purchases have consisted of coal from the Ruhr, wet salt fish from Iceland, raw sugar from Cuba, canned meat from Mexico, and blister copper from Chile.

Lack of dollars and other foreign exchange made it impossible for Italy to purchase these vitally important supplies; they were given to the Italian Government by the American Government.

In July 1947 the U.S. Relief Mission to Italy<sup>3</sup> was organized. It consisted of nine Americans: the relief adviser, two assistant advisers, four field observers, and two secretaries, all of whom were appointed to the Foreign Service Reserve or Staff. The seven men were given diplomatic status as attachés of the American Embassy in Rome. Office space was provided by the Italian Govern-

ment in a building on the well-known Via Veneto a few steps from the Embassy. Italian personnel eventually numbering about 40 were employed there for clerical and administrative duties.

An agreement between the two Governments concerning the rendering of assistance was signed on July 4 in Rome. The Ambassador, James Clement Dunn, signed for the American Government; Alcide de Gasperi, President of the Council of Ministers, and Carlo Sforza, Minister for Foreign Affairs, signed for the Italian Government.<sup>4</sup>

From mid-July through August negotiations were carried on between the Mission and the Italian Government regarding the implementation of the agreement. Many discussions took place about the reception, allocation, distribution and sale of supplies, about pricing and local currency proceeds, about publicity and labeling. A milestone was reached on August 27 when the first shipload of relief supplies, 9,620 tons of coal, arrived in Genoa. Another milestone was passed during the first week of September when the field observers left Rome to make a preliminary survey of their areas and to establish regional offices. One field observer made his headquarters in Milan, another in Venice, a third in Naples; the fourth operated out of Mission headquarters in Rome.

It was a constant problem to make clear to the Italian people how "Aid From America" actually was a gift; Italians still had to pay normal prices

<sup>1</sup> The United States foreign-relief program was authorized by Public Law 84, 80th Cong., 1st sess., approved May 31, 1947 (61 Stat. 125).

<sup>2</sup> The United States foreign-aid program was authorized by Public Law 389, 80th Cong., 1st sess., approved Dec. 17, 1947 (61 Stat. 934).

<sup>3</sup> The name was changed to U.S. Foreign Aid Mission to Italy when the second program came into being.

<sup>4</sup> Another agreement, under the foreign-aid program, was signed on Jan. 3, 1948, by the same three representatives.



for their bread and their household gas, although American flour was used in baking more than half of their bread and American coal produced their gas.

The programed supplies—approved by the Department of State and the Italian Technical Delegation in Washington after they had received comments and recommendations from the Mission and Italian Government officials in Rome—were upon arrival in Italy distributed in great part through commercial channels. They were sold for lire at agreed-upon prices which were calculated not to disturb the economy of the country. The proceeds derived from the sale of the commodities were placed in a special account which came to be known as the lire fund. Under the post-UNRRA relief program it amounted to approximately 41 billion lire. Relief and work-relief projects approved by the Mission were then financed by this fund, which also paid the local administrative expenses of the Mission.

Certain products were, however, not sold. Soap was turned over to hospitals and sanatoria; streptomycin for the treatment of specific types of tuberculosis was given to low-income patients in institutions; evaporated milk was donated to institutions serving luncheons to poor children; 20 percent of the penicillin was distributed free of charge.

The job of the field observers was a varied and comprehensive one: to check on the distribution and utilization of supplies, to advise and report on the expenditures from the lire fund, to observe and report on economic conditions, and to publicize to the greatest extent possible the purpose, source, character, amounts, and progress of the programs.

The Italian Government provided each field observer as well as the adviser and assistant advisers with an automobile. Each field observer engaged locally an assistant, who acted as interpreter, a secretary, and a driver. The field observer in Naples was responsible for south Italy and Sicily, a territory which embraces five regions (Campania, Lucania, Puglia, Calabria, and Sicily) consisting of 24 provinces. During the eight months the Naples office was maintained, he visited every province. Two of the more remote Sicilian provinces were visited once, the others from two to six times.

A constant flow of reports went from the field to Rome by letter, by telegram, and by telephone. Everything of significance was reported from weather conditions and coal stocks to tourist traffic and the antimalaria campaign. In addition these visits attained two objectives: (1) to let the Italian officials know that a representative of the American Government was constantly checking on distribution and compliance; and (2) to secure wide and favorable publicity. The field observer continually attempted to make clear to Italian officials that a fraction of the taxes he had had to pay to his own Government had been freely given to the Italian Government, which in turn used the funds to make bread available, to provide fuel for the railroads and gas for cooking. And he almost invariably found it necessary to explain why everyone still had to pay for such things and what was done by the Italian Government with the money obtained by the sale of the free American wheat, coal, and other supplies.

One such episode provided unexpected but valuable publicity. In late January the field observer and his assistant visited a large steel mill at Castellammare di Stabia near Naples to check on "Aid from America" coal and to talk with some of the workmen. Three days later the front page of *La Voce*, the Communist daily newspaper of Naples, carried a long attack on the Mission. The headline said that an attempt by two American agents described as "Truman clerks", to enlighten the workmen had failed, that instead the agents received a lesson in political economy. The article went on to state that "both were disappointed and much embittered" and that when they heard the workmen denounce the Italian Government they "became pale and tried in vain to justify the Government. So they went off."

The relief project which was probably most appreciated was the child-feeding program. This provided free lunches for approximately 1,100,000 needy children in kindergarten and elementary schools. The field observers visited many of the institutions. In south Italy vociferous and genuine enthusiasm was always manifested, and traditions of hospitality frequently included an address of welcome by the cutest child, a huge bouquet of flowers, a tiny cup of thick black coffee, or a glass of a local liqueur.

Many of the institutions were handicapped by



inadequate equipment; windows lacked glass; children sometimes had to eat their lunches standing because there were no benches.

Signs giving credit to "Aiuti dell' America" were distributed to these institutions to be prominently displayed. It was with considerable satisfaction that these signs were observed in kindergartens in Taranto and Siracusa run by the Unione Donne Italiane (Union of Italian Women), a Communist organization. In Marsala the Communist mayor and the field observer together visited the principal institution where the child-feeding program was operating and were tumultuously received. The mayor later insisted on being host to the field observer and his assistant for the traditional cup of coffee. His cordiality and appreciation for American aid were genuine if paradoxical.

The lire fund was likewise used to help a number of "Boys' Towns" or "Children's Villages". One was the Villaggio Norma de Martino, beautifully and healthfully situated on the bay five miles south of Salerno. Private gifts permitted the reconstruction and renovation of about 100 units of Quonset and Nissen huts to make them serviceable as school rooms, dormitories, refectories, kitchens, and so on, for housing, feeding, and teaching 500 abandoned, orphaned, or poor children. The lire fund paid the operating expenses for the first six months. The village was dedicated and opened on April 15, three days before the elections, with appropriate ceremonies in which Ambassador Dunn participated.

A malaria-control campaign, an anticholera campaign, the building of a penicillin plant, highway and bridge reconstruction, land reclamation, irrigation, labor on state railroads, food parcels for the unemployed—in all the lire fund made possible or contributed to approximately one hundred projects.

Every feasible method to achieve publicity was used. Weekly bulletins issued by the Mission kept newspapers, periodicals, officials, and others informed of the progress of the programs. The field observers called on journalists and secured local coverage of their visits. The Italian radio was likewise helpful with announcements and interviews; upon the arrival of each hundredth ship it broadcast the ceremonies: the three hundredth in late January in Bari, the four hundredth in early March in Reggio Calabria, the five hundredth

on April 2 in Taranto, the six hundredth on April 15 in Naples. Ambassador Dunn's participation and speeches always gave great prominence to the occasions.

Newsreels and documentary films publicized "Aid from America" throughout Italy. During the election campaign window displays in 10 cities told the story. An ideal spot was found in Naples; the display there consisted of an effective photomontage of unloading operations, using genuine samples of American wheat, flour, coal, penicillin, streptomycin, and DDT.

More than a dozen posters, a common and accepted medium in Italy, plastered building walls in the cities as well as the villages. They were designed to attract attention to the amount of aid and also to explain graphically the use of the lire fund.

Suitable labels and markings on commodities were used where practicable. Bills for household gas bore a rubber-stamped notice that the gas was produced by free American coal. When an Italian employee of the Mission in Naples received her gas bill the day before the elections she noticed that someone had almost entirely obliterated the familiar notice. The Communist newspaper of Naples, *La Voce*, had attacked the Italian Government months before for its "servility" to American capitalists in requiring the gas companies to give credit on their bills.

Leftist newspaper propaganda proved quite helpful. At first it minimized the extent of American aid, then it admitted the size of the programs but denied that supplies were entirely free, and finally it changed to charges of misuse of the lire fund.

The Italian people, especially in the south, were cheerful, hospitable, and grateful for the help America was giving them. In Sicily the courtesy and hospitality shown the field observer on many occasions were all but overwhelming; the subsequent publicity value was considerable. In spite of the most vigorous efforts he was forced, in order to avoid offending Sicilians, whose hospitality is legendary, to accept during one trip three bottles of various liqueurs, a box of typical Sicilian sweets, a leather album, innumerable bouquets of flowers (not boutonnières but armfuls), and countless meals and drinks. In Ragusa, accompanied by the prefect and the mayor, wherever

(Continued on page 777)

## THE INSTITUTE OF INTER-AMERICAN AFFAIRS: COOPERATIVE AGRICULTURAL PROGRAMS

by Louis J. Halle, Jr.

### I

The picture of the tropics that most of us once entertained is of distant Edens in which nature is so bountiful that men need only gather the fruits that fall from overhead. Writers of popular romance have perpetuated this picture, which doubtless harks back to the days when thinly populated tropical wildernesses provided rich cargoes for the densely populated centers of power to the north. The north looked toward the undeveloped equatorial regions for wealth. One clue to the course of empire in modern times may be found in the extent to which this situation has been reversed over large areas, so that populations in the tropics now look to the north for means to achieve a reasonably safe and comfortable living.

The tropics, by and large, are not rich in the most fundamental form of wealth, good agricultural soil. Slopes that support luxuriant rain-forest will not support corn for more than a few seasons, as tropical farmers often learn to their sorrow. Sparseness of population, in relation to the agricultural soil available, has largely accounted for the fact that tropical peoples in times past have been able to feed themselves adequately. Quantity of agricultural land, which allows the farmer to move on as the soil becomes exhausted, is a satisfactory substitute for quality as long as it lasts. With the doubling of populations in 25 to 50 years and the progressive disappearance of frontiers, however, the problem has acquired its practical aspects.

The great majority of the other American republics lie within the tropics, and all of them are primarily agricultural. Nevertheless, most of them must supplement the production of their own farms by imports from abroad, and many of their people know what it is to be hungry. Those who work the land may be less articulate on this point than those concentrated in the centers of population, who get their food from public markets and complain of high costs when what they actually have to complain of may be low agricultural pro-

ductivity. Low agricultural productivity is the hidden root of many evils in the Hemisphere.

This situation would be an unhappy one indeed if the reason for low productivity were simply the limitations of the land. The fact is, however, that graduates of agricultural colleges could tell how to bring about substantial increases in the productivity of agriculture on most of this same land—and how to do it without creating deserts for tomorrow's farmers. It is done primarily with tools and technique. Taken together, they can in many areas pay for themselves, leave a surplus, and preserve or improve the agricultural capacity of the land for the constantly increasing populations that have to live off it.

The Chairman of the President's Famine Emergency Committee said last year that "the most practical way of overcoming the chronic world food shortage would be to transfer some of 'our farming know-how,' capital, machines, and tools to such potentially productive areas as Latin America."

### II

In carrying out its policy of cooperation for the common welfare, our country has no more important contribution to make to the economic and social development of its neighbor republics than that of the technical "know-how" acquired by its own citizens in the course of its own national development. We do not deplete our store of knowledge and experience by sharing it; on the contrary, we often increase it. To the extent that it helps our neighbors enhance their social and economic circumstances, it surrounds us with a community of healthier neighbors than we would otherwise have. This is very much to the good. Healthy countries are politically stable countries; they are able to contribute to the common welfare; they are able to resist undemocratic political influences from abroad; they make for profitable commerce. The point need not be labored, since it is a truism that our civilization owes its very existence to the dissemination and interchange of knowledge.



The primary mission of the cooperative agricultural programs conducted jointly by agencies of other American governments and this Government's Institute of Inter-American Affairs is the transfer of technical knowledge in the field of agriculture.<sup>1</sup> This involves the direct application of technical knowledge by United States technicians to the problems of agricultural development among our neighbors, taking the form of actual large-scale operations, and also the training of local technicians to carry on as the United States withdraws.

The history of the Institute's agricultural programs reflects the continual adjustment of plans and operations to the changing circumstances of war and peace. This fluidity of adjustment is intellectually distressing to those who demand a long-range mathematical rigidity in the planning and conduct of human affairs. Especially with new enterprises of this sort, however, it allows for taking advantage of acquired experience along the way and of unanticipated possibilities for constructive development. It is indispensable to the process of growth.

The Institute's Food Supply Division, which has these programs in hand, was organized six months after Pearl Harbor, in June 1942, to deal with emergency food problems arising from the war. The immediate purpose of most of the programs it embarked upon (in cooperation with the Governments of Brazil, Costa Rica, El Salvador, Haiti, Honduras, Nicaragua, Panama, Paraguay, Peru, and Venezuela) was to increase the supply of food for workers engaged in procuring strategic war materials and for armed forces maintained by the United States at military and naval bases in the Hemisphere. The Brazilian labor force sent up the Amazon to extract rubber, for example, had to be supplied with food, and the Brazilian program was undertaken for the immediate purpose of producing that food locally. The Costa Rican program was undertaken with the immediate aim of providing perishable foods for United States troops in the Canal Zone, and by July 1946 it had supplied them with some 5,000 net tons of fruits and vegetables worth \$400,000.

These emergency aims naturally had priority while our countries continued at grips with the

emergency. As it passed, however, it became increasingly practicable to survey what had been accomplished in the long-range development of agricultural processes, to envisage the permanent benefits toward which the programs were making their way, and to plan accordingly. Our general policy of cooperation had, from the beginning, been viewed as a vital permanent aspect of the good-neighbor policy, even if the initial direction taken by these cooperative programs had been largely determined by the immediate needs of a Hemisphere at war. It represented a historical development rather than a temporary expedient.

### III

While the Institute formerly participated in ten agricultural programs, its participation is now limited to four—in Costa Rica, Haiti, Paraguay, and Peru. The Paraguayan program will serve as an illustration of the magnitude and character of these programs. A report of the Food Production Division sums up the original problem of Paraguay in the following concise terms:

"December 31, 1947 marks the completion of five years of experience for STICA (Servicio Técnico Interamericano de Cooperación Agrícola), the *servicio* which was created in 1942 by the Paraguayan and U.S. Governments to study, propose and attempt to carry out solutions for Paraguay's agricultural problems. When U.S. technicians, who were sent by the Food Supply Division to join Paraguayan personnel in this task, first arrived they discovered that Paraguay possesses tremendous agricultural resources which more than compensate for absence of a seaport: a tropical climate suitable for production of most temperate and tropical zone crops, wide expanses of fertile soil awaiting development, abundant virgin forests, and one of the greatest concentrations in the world of undeveloped hydroelectric energy. Yet, despite these natural advantages, agricultural production there was insufficient to satisfy domestic demands, much less to provide a surplus for foreign markets and build up dollar supplies. Its subsistence-type economy, based on farming, cattle-raising and timber exploitation, supports a population of over one million, more than two-thirds of whom live within a hundred miles of Asunción, the capital city, yet almost all of whom know little of modern agricultural techniques. STICA's task

<sup>1</sup> For an article by Mr. Halle on the Inter-American Institute in the conduct of U.S. foreign policy, see *BULLETIN* of May 23, 1948, p. 659.



then was to build a program, based on these conditions, which would serve as a beginning for an integrated agricultural economy."

It is to be noted that the balance between population and practicably arable land is more favorable in Paraguay than in most other American republics. Approaching the capital, Asunción, from the south, you fly over vast areas of fertile grasslands that are all but unpopulated. Paraguayans, in conversation with you, express their concern at the lack of an adequate population to exploit the possibilities of the land—a complaint that has a certain music for those who have confronted the more common and more direful problem of inadequate land. This land is ready to produce in abundance, awaiting simply the application of proper tools and techniques. The average Paraguayan farmer lives well enough, by the standards he knows, but he could live a great deal better. The Paraguayan Government is seriously concerned with dealing with this situation, and looks to our country for the experience and technical "know-how" that can provide the remedy.

Here is what Paraguay and the United States have done so far to meet this situation, through the cooperative *servicio* known as STICA.

A 500-acre farm has been established 30 miles from Asunción, called the National Institute of Agronomy. It is one of several foundation-stones of the joint agricultural program. On it, the seeds of new crops and of improved varieties are produced, tested, and labeled for distribution, while experimentation in agricultural methods is conducted to determine those best adapted to the needs of the country and the means of the farmer. The experimentation also serves to demonstrate such principles as contour-plowing, crop-rotation, and the use of green fertilizers.

Another foundation-stone is a model dairy farm established by STICA on the outskirts of Asunción. It demonstrates proper methods of pasturage and experiments with new varieties of pasture grass. It demonstrates pasteurization and the sanitary handling of milk, including bottling. It demonstrates the improvement of dairy stock. And, finally, it markets excellent milk of its own production in Asunción.

The third foundation-stone is a 27,000-acre ranch owned by the Paraguayan Government and supporting 6,000 head of beef cattle, which in turn support it. Here STICA demonstrates the improve-

ment of breeds and the effective management of pastures and livestock.

These three institutions cover the range of agricultural activity in Paraguay: crops, dairy, and beef. The principal device used to transfer to the Paraguayan farmer the practices and the stock they develop is a supervised rural-credit project, and this is the heart of the program. It is operated entirely with Paraguayan funds and under the auspices of the Paraguayan Government, but with the active participation of STICA in its direction. Each farmer, in return for a small loan by the credit organization, accepts certain conditions. He agrees to plant the seed that is furnished him and grow the crops he is advised to grow, to employ certain methods of cultivation, to use certain pasture grasses, etc. He carries out his part of the agreement under the supervision and with the assistance of Paraguayan supervisors, trained by STICA, who are in frequent contact with him. The result is that, at the end of a year, he has improved his economic position to such an extent that he pays back the loan with ease and is ready to improve his manner of living.

The enhanced prosperity of the farmer creates a social problem that the credit organization meets by an extension program in domestic science among the farmers' wives, carried out by Paraguayan girls whom STICA has trained and who visit the wives and families. These girls show the wives and families how to take advantage of their relative prosperity by improving the houses in which they live, establishing sanitary conditions, building stoves, cooking more efficiently, growing vegetables for their own consumption, developing handicrafts, etc.

This extension and credit program is not the only means by which the benefits realized in the foundation projects are communicated to the farmers. A demonstration farm colony has been established in which plots of land have been rented (and will eventually be sold) to some 36 selected farmers who run their farms and make their domestic arrangements in accordance with the improved methods. These farmers, like the thousands of others participating in the loan program, have become relatively prosperous as a result, and this is reflected in better conditions of living brought about under expert guidance.

Because this program has visibly benefited the farmers who have cooperated in it, other Para-

guayan farmers are now eager to adopt the improved means and methods. Thus a beneficial chain-reaction has been set off that promises to affect the entire agricultural community of Paraguay and materially strengthen the Paraguayan economy.

A word should be said about the special circumstances bearing on the production of beef in Paraguay. It may well be that more meat is consumed per capita in Paraguay than anywhere else in the world. The cattle industry constitutes its largest source of revenue. The production of beef-cattle, however, is the business of large ranch owners rather than of small farmers. These ranchers or *estancieros* have depended, in the past, on the native scrub cattle and the native pasture. In increasing numbers, now, they are visiting the Government's demonstration ranch, operated by STICA, to learn its methods, to ask advice, and to purchase improved stock for their own ranches. The sale of cattle raised here, in fact, pays for the entire operation of the ranch, the improvements made on it, and the demonstrations.

All the work described here is being done under the auspices of the Paraguayan Ministry of Economy, and increasingly with Paraguayan funds, albeit under the direction of United States experts. The Government of the United States is thus co-operating effectively with the Government and people of Paraguay, not simply in making studies and writing reports, but in the actual shirt-sleeve operations by which the American republics are working toward common objectives of the good-neighbor policy.

#### IV

Paraguay, with a land area of 150,500 square miles, has an estimated population of slightly over one million. Haiti, with a land area of only 10,700 square miles, has an estimated population of almost three million. While the Haitian population has been increasing, the land on which it lives has been deteriorating. Each year sees a reduction in the tillable area, now estimated to be only 40 percent to 50 percent of the whole. These facts might well be borne in mind when one reads about high food prices and social discontent in Haiti. The human ecology of Haiti has changed for the worse since Columbus established the first European settlement in the New World on the Caribbean island that it shares with the Dominican Republic.

When the Institute of Inter-American Affairs

inaugurated the cooperative agricultural program in Haiti in 1944, it had to deal with what was already an emergency. Trees that held the soil on mountain slopes had been destroyed, the topsoil had washed away, and what was left in large part was desert marked by gulleys. The familiar alternation of drought and flood had ensued. Irrigation works constructed in colonial times had fallen into disrepair and once fertile valleys had been ruined by salt. The problem was not simply one of improving agricultural methods with a view to eventually increasing the wealth and welfare of the country. It was one of getting food for hungry mouths.

The average Haitian farmer could not have been expected to understand the relatively abstruse principle of land use and soil conservation. His methods were primitive and ingrained in his thinking by generations of tradition. Hunger had not increased any disposition he might have had to take the long view rather than preoccupy himself exclusively with the immediate problem of getting something to eat for his increasing family. During 1944 and 1945 the Institute's agricultural mission was also preoccupied with this immediate problem. Emergency-aid organizations were set up; seeds and the cuttings from fruit trees and vegetables were distributed; information on planting, cultivation, and insect control was given out; emergency irrigation and drainage projects were undertaken.

It was not until 1946 that it became possible to think in terms of plans for the longer future. The decision then taken was to concentrate on projects of education and demonstration, since it was necessary to improve the pattern of Haitian agriculture as it existed, initially, in the mind of the Haitian farmer. Rather than a few large demonstration areas having been established, many small demonstration plots were developed in various parts of the country to illustrate soil-conservation practices, crop development, irrigation, and the use of machinery. Assistance was given in re-establishing a 1,200-acre farm for livestock demonstration work and as a training center for students of animal husbandry. Emergency rehabilitation was undertaken on La Gonave Island, a formerly rich agricultural region, once serving as one of the chief suppliers of corn and millet to the mainland, now reduced to dire poverty by soil exhaustion, drought, and pests. At the same time, the work of training



Haitian agriculturists in Haiti and Puerto Rico was expanded.

The most ambitious project of rehabilitation that the Haitian Government has under way, with the cooperation of the Institute, is in the 150,000-acre Artibonite Valley, potentially the richest agricultural area in the country but already half ruined for agriculture by salting and in danger of being wholly ruined. A Haitian Government commission is now making plans for over-all development of the Valley's resources, including projects for irrigation, drainage, flood-control, and hydroelectric power. Meanwhile, certain pilot-projects being carried out under the agricultural program involve drainage and diversion of flood waters to bring about the deposit of silt on land made useless by salting. Already wasteland has been successfully reclaimed for agriculture by these projects.

As is the case with most other Central American countries, the chief threat to Costa Rica's future is the rapid erosion of her mountain slopes as a result of deforestation, with the ensuing complex of desert, drought, flood, hunger, economic deterioration, and political instability. The general progress of soil-exhaustion is less advanced here than in Haiti, but its pace is alarming. The problem is to stop it in time. Consequently, the agricultural program in Costa Rica has put its chief emphasis on conservation through contour-plowing, bench-terracing, use of manures, crop-rotation, and similar devices. It has established an extension service which is gradually expanding throughout the country, and in the course of time the farmers have been coming in increasing numbers to seek advice and assistance from the extension agents and to buy agricultural tools provided at cost. This has been so effective that airplane travelers have noted the transformation taking place in Costa Rica as the landscape is increasingly featured by slopes plowed on the contour, by curving hillside ditches, and by terraces.

By far the largest agricultural program in which the Institute participates is one that has assumed the proportions of a great national development in Peru, that of the SCIPA (Servicio Cooperativo Inter-Americano de Producción de Alimentos). The Peruvian Government, for one thing, is able to pay by far the major share of the costs, while the economic circumstances in Peru are such that important aspects of the program there are self-sustaining. Its foundation is an extension service

that covers the country, its coastal valleys, its Andean highlands, and its Amazonian forest regions. Associated with this service is a network of cooperative machinery pools that make modern machinery accessible to small farmers who could not otherwise afford the use of mechanized equipment essential to low-cost production. Traveling about Peru, one sees everywhere tractors and other heavy machines, operated by SCIPA employees, plowing, cultivating, and harvesting the fields of farmers who pay for the service. This cooperative use of machinery is rapidly becoming an essential feature of agricultural production in Peru.

In addition, the field offices of SCIPA distribute quantities of improved vegetable, field, and forage-crop seeds at cost. They are making insecticides and spraying equipment available in connection with a broad program of technical assistance. Livestock quarantine stations have been established at the principal ports of entry for beef and mutton-on-the-hoof. Registered cattle have been imported for sale to producers and extensive work has been done on the elimination of animal diseases. Other fields of SCIPA's activity include nutrition, fisheries, the development of home gardens, storage, land improvement, and engineering.

## V

It has not been the purpose of this article to present detailed lists of projects and statistics, this having already been done elsewhere. The reader who wishes to study these matters can obtain reports on them from the Institute, chiefly the Food Supply Division's excellent "Summary Report" of December 1947. The purpose here has been, rather, to suggest the nature of these programs, their objectives, and the ways in which they go about attaining those objectives. It seems worthwhile to conclude, however, by indicating the magnitude of the financial contribution that our Government is called on to make in order that its technical cooperation may be effective.

For the fiscal year 1947, the Institute contributed \$206,105 to the agricultural program in Paraguay, including the amount necessary to maintain a field mission of six to eight persons; it contributed \$98,503 to the program in Haiti, where it maintained a staff of four to six persons; it contributed \$115,656 to the program in Costa Rica, where it maintained five employees; and it contributed \$176,165 to the program in Peru, where it maintained 10 to 12 employees.

Department of State Bulletin



## THE UNITED NATIONS AND SPECIALIZED AGENCIES

### Acceptance of Four-Week Truce Resolution by Jewish and Arab Leaders

STATEMENT BY AMBASSADOR WARREN R. AUSTIN<sup>1</sup>

U.S. Representative at the Seat of the United Nations

Mr. President: My government feels encouraged by the unconditional acceptance of the terms of this resolution of May 29.<sup>2</sup> We recognize that the present situation involves the obligations, whatever they are, that arise out of the resolution of the General Assembly of May 17 (document A/554), plus the resolution of the Security Council of May 29 represented by document S/801. We realize that nothing we can say in our speeches can change in any manner the obligations contained in those resolutions.

The spirit of the resolutions, however, is exceedingly important, and, as I have said on several occasions, I am very anxious to take the pressure off the political question somewhat if it can be done. If our mediator and our Truce Commission can lay some stress upon that part of the resolution of the General Assembly which empowers the United Nations mediator in Palestine to invite as seems to him advisable, with the view to the promotion of the welfare of the inhabitants of Palestine, the assistance and cooperation of appropriate specialized agencies of the United Nations, such as the World Health Organization and the International Red Cross and other governmental and nongovernmental organizations of a humanitarian and nonpolitical character, to start in motion the resources which the United Nations can deliver to the people of the Middle East, something will arise out of it, I am sure, that will aid further to bring together all people who reside in the Middle East, because they have a common interest. Many times the relationship of Jews and Arabs to each other on a racial basis has been referred to here and the need they have for each other to collaborate and to live together in peace has been emphasized on both sides. I expect that perhaps this movement cannot be inaugurated in four weeks, but it certainly can be envisaged—it can be contemplated in the negotiations which are about to take place.

I would like to have the mediator feel that the Security Council is greatly interested in this element. Of course the parties know that. They have sat right here with us at this table, and they know of our interest. Also, being in the United States they know of the activity in the United States as a member nation to promote these activi-

ties of the United Nations through its various specialized agencies.

Now, as to the proposal of our distinguished President with respect to the communication S/814 from the mediator, I accept the ruling and, of course, will back it so far as it is necessary, and I want to say in passing that my Government is ready to do everything that it can under the two resolutions that command the situation; to do its full share in the effort of maintaining the cease-fire effectually and at finding an ultimate solution for the problem by pacific means. But, as to this communication, may I suggest that without in any way disturbing the ruling of the President of the Security Council, which is in full accord with the request of the mediator. There are two points which I do not think will do harm to bring out in connection with the mediator's request. He speaks of controls here and of setting a date. He says:

"For practical reasons hope Security Council, in event acceptance by both parties, would not set effective date so early that the controls would not be operative, thus inducing immediate charges of violation both sides."

Now, Mr. President, we think that that should be interpreted liberally and reasonably so that it will not become an impractical construction of the situation. If he has to wait before his deadline until after controls covering all aspects of these two resolutions are set up and in operation, it will be a long time probably. Under the General Assembly resolution he has to arrange the operation of common services necessary to the well-being of the population of Palestine; secondly, assure the protection of the Holy Places, buildings, and sites in Palestine. Those two affairs, if he regards them as in the meaning of controls, might take all of the time that is involved in these four weeks. And we cannot have the fighting going on. It seems to me reasonable to suggest as a limit three days as enough in which to determine the exact time of the hour and minute for the cessation of hostilities.

<sup>1</sup> Made before the Security Council on June 2, 1948, and released to the press by the U.S. Mission to the United Nations on the same date.

<sup>2</sup> S/801, May 29, 1948 (BULLETIN of June 6, 1948, p. 729).

#### THE UNITED NATIONS AND SPECIALIZED AGENCIES

Now, I am not offering this as a modification of the ruling. I merely suggest it as a point of view which might be communicated to him from the President of the Security Council. Certainly, if no one objects to it, it would be suitable to convey that idea to him that it will expedite the cease-fire and get that into effect right away, for I think all parties now are well satisfied that there is nothing to be gained in continuing the hostilities. Whatever temporary advances might be made would not mean anything. After lives have been

lost nothing would be gained on the ultimate question of the solution of the problem of Palestine. In fact, a little something would have been lost instead because there would have generated bitterness which always interferes with a negotiation such as we have before us.

I conclude, Mr. President, by saying I wish to encourage the mediator and the Truce Commission and the parties concerned that the United Nations will continue to help all it can toward a solution that will be just and will be acceptable.

#### CABLEGRAM FROM THE UNITED NATIONS' MEDIATOR IN PALESTINE TO THE SECRETARY-GENERAL<sup>1</sup>

June 2, 1948

In event Security Council resolution 29 May be accepted by both parties, assumption is that a date would have to be set for truce coming into effect. I talked to Tel Aviv and Amman and my preliminary study problem of controls convinced me that a limited time must be allowed between the date acceptance of resolution and date its application. From standpoint application of controls this might be some days.

For practical reasons hope Security Council, in event acceptance by both parties, would not set effective date so early that the controls would not be operative, thus inducing immediate charges of violation both sides. My suggestion for procedure is that the mediator be authorized fix effective date in consultation with two parties and Truce Commission. I assume the four week period computed from this effective date.

[COUNT FOLKE BERNADOTTE]

#### JEWISH AND ARAB STATES REPLY TO ORDER FOR A FOUR-WEEK TRUCE

*Text of letter from the Representative of the Jewish Agency for Palestine, addressed to the Secretary-General, transmitting a telegram from the Foreign Minister of the Provisional Government of Israel<sup>4</sup>*

June 1, 1948

SIR: On Saturday, May 29, I transmitted to the Provisional Government of Israel the text of the resolution adopted by the Security Council with reference to a cease-fire in Palestine for a period of four weeks.<sup>3</sup> I now have the honor to convey the following reply from Mr. M. Shertok, Foreign Minister in the Provisional Government of Israel:

"The Provisional Government of Israel has given full consideration to the resolution of the Security Council adopted on May 29, 1948 calling upon all governments and authorities to order the cessation of all acts of armed force for a period of four weeks.

"The Provisional Government of Israel has decided to respond to this call and to instruct the High Command of the Defense Army of Israel to issue a cease-fire order to Israeli forces on all fronts

to be observed as from Wednesday, June 2, 3:00 AM Israeli time (corresponding to 7:00 PM New York Daylight time) if the other side acts likewise. The Provisional Government of Israel will also comply with all the injunctions and obligations imposed by the resolution, provided that a similar undertaking is entered into by the other governments and authorities concerned.

"The readiness of the Provisional Government of Israel to cooperate in the execution of the cease-fire as laid down in the Security Council's resolution is based on the following assumptions which, in the opinion of the Provisional Government, are clearly implied in the terms of the resolution:

"1. That the ban on the import of arms into the territory of the Arab states enumerated in the resolution should apply also to the deliveries of arms from stocks owned or controlled by foreign powers within those territories.

"2. That during the cease-fire, the armed forces of neither side will seek to advance beyond the areas controlled by them at the announcement of the cease-fire and that each side will be entitled to maintain the positions in its military occupation at that time.

"3. That freedom of access to Jerusalem will be

<sup>1</sup> U.N. doc. S/814, June 2, 1948.

<sup>2</sup> U.N. doc. S/804, June 1, 1948.

<sup>3</sup> BULLETIN of June 6, 1948, p. 729.



ensured for the supply of food and other essentials, as well as for normal civilian entry and exit.

"4. That any attempt by the parties concerned to stop or impede the normal transport of goods assigned to Israel and other states concerned will be regarded as an act of armed force.

"5. That while the Provisional Government of Israel is ready to comply with the injunction that persons of military age admitted during the cease-fire period should not be mobilized or submitted to military training, its freedom to admit immigrants, regardless of age, will not be impaired."

Although all these consequences seem to flow naturally from the text and spirit of the cease-fire resolution which the Provisional Government of Israel accepts without reservation, it seems important for the avoidance of misunderstanding that they should be placed on the record at this stage.

In addition to this letter, I have been instructed to seek an early occasion, at the discretion of the Security Council, for explaining the views of the Provisional Government of Israel in an oral submission. May I request that the contents of this letter be made available to members of the Security Council.

I have the honor [etc.]

AUBREY S. EBAN  
Acting Representative  
Provisional Government of Israel

*Text of telegram to the Secretary-General from the Minister for Foreign Affairs of Egypt dated June 1, 1948<sup>a</sup>*

June 1, 1948

I have the honour to acknowledge receipt of Your Excellency's telegram of 29 May 1948 in which you kindly give me the text of the resolution adopted on that day by the Security Council with a view to ceasing hostilities in Palestine for a period of four weeks. The Governments of the states members of the Arab League, to which you communicated the said resolution, have considered it and have taken the following decision which they have instructed me to transmit to you. I hereby transmit the following communication to you from the Arab League:

The governments of the Arab states stated in their replies to the first invitation to the same effect that the Security Council addressed to them on 22 May last that they greatly wished peace to be re-established in Palestine and both the Arab and Jewish people of that country to live side by side in perfect harmony and mutual understanding. The Arab states also gave the reasons why they would not accept that invitation and drew attention to the guarantees without which the suspension of the hostilities taking place in Palestine

would only constitute a temporary respite giving rise to disorder on a greater scale and more serious acts of terrorism. It is pleasant to note that the Security Council has taken these considerations into account. The suspension of hostilities is merely a means of finding the just solution of the Palestine problem which would be so welcome. The Arab states also note with satisfaction that the Security Council's resolution instructs the United Nations mediator to make contact with all parties, as soon as the cease-fire is in force, with a view to carrying out his functions as determined by the General Assembly in its resolution of 14 May last. One of the most important of these functions is that of reaching a peaceful and just solution of the problem.

The governments of the Arab states are confident that the United Nations mediator and the members of the Truce Commission appointed by the Security Council on 23 April 1948 will realise that any solution which does not ensure political unity for Palestine nor respect the will of the majority of the population of that country will not have the least chance of success. There is not the least doubt that it will have exactly the opposite effect from that for which the suspension of hostilities was resolved: it will open the gates of Palestine, at the present time controlled by the Zionists, to receive hordes of Jewish immigrants of military age who are waiting at the ports of Europe and America for the first chance to go to Palestine in large numbers. Most of these immigrants have received a thorough combatant training, and their entry into Palestine will have the effect of reinforcing the bands of Zionist terrorists, which constitute a serious threat to the Arabs of Palestine and to the security of the middle eastern Arab countries. It is inconceivable that the Security Council could have intended to place the Zionists in a position to profit by the period of cessation of hostilities in order to receive a reinforcement of men who, although they come to Palestine as immigrants, are in reality nothing but trained fighters and thus come within the definition in the second paragraph of the Security Council resolution prohibiting the introduction of combatant personnel into Palestine during the period of the armistice.

Finally, the governments of the Arab states consider it necessary that a body should be set up under all the necessary safeguards, charged with the most careful supervision of the provisions and conditions of the Security Council resolution on the cessation of hostilities and capable of performing this delicate function. The governments of

<sup>a</sup> U.N. doc. S/810, June 1, 1948.

<sup>b</sup> For communications to the Secretary-General from the Governments of Syria, Saudi Arabia, Iraq, and Lebanon, see, respectively, the following U.N. docs.: S/815, June 2, 1948, S/811, S/807, and S/806, June 1, 1948.



## THE UNITED NATIONS AND SPECIALIZED AGENCIES

the Arab states consider that in this regard the Security Council resolution does not give them full assurance that the other party will respect the provisions and conditions of the armistice. Therefore, as members of a regional organisation responsible for maintaining security in their zone, they are bound to collaborate whole-heartedly with the United Nations mediator and the members of the Truce Commission for Palestine in order to supervise the carrying out of the aforesaid provisions and conditions.

In the light of the above explanations the Arab states which are anxious to see peace re-established in Palestine and the way prepared for a just and fair solution of the Palestine problem, accept the

Security Council's invitation to cease fire for a period of four weeks from the date to be determined for this purpose. In accepting this invitation, in spite of the obstacles with which all the attempts hitherto made to solve the Palestine problem justly and fairly have been confronted owing to the systematically obstructive attitude taken up by the Zionists, the Arab states are proving their sincere wish to collaborate with the United Nations in achieving such a solution at a moment when their armies which have entered Palestine have the situation in hand.

I have the honour [etc.]

AHMED MOHAMMED KHASHABA Pasha,  
Minister for Foreign Affairs of Egypt

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Commission on Narcotic Drugs: Report to the Economic and Social Council on the Draft Protocol To Bring Under Control Certain Drugs Not Covered by the 1931 Convention. E/798. May 26, 1948. 24 pp. mimeo.

<sup>1</sup> Printed materials may be secured in the United States from the International Documents Service, Columbia University Press, 2960 Broadway, New York City. Other materials (mimeographed or processed documents) may be consulted at certain designated libraries in the United States.

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### Sales Prices for U.N. Documents

The following sales prices were approved on April 22, 1948, for mimeographed United Nations documents which are to be sold to institutions, libraries, and the public by the U.N. Department of Public Information. The sales will replace the system of free distribution to depository libraries except so far as such libraries have reciprocal arrangements with the United Nations for exchange of publications.

The prices are as follows. All figures are for documents in one language:

A Documents.....	\$30.00
A Committee Documents.....	65.00
Both A Documents and A Committee Documents.....	75.00
E Documents.....	30.00
E Committee Documents.....	90.00
Both E Documents and E Committee Documents.....	100.00
S Documents.....	100.00
AEC Documents.....	20.00
TC Documents.....	30.00

Yearly subscription price for all documents. \$225.00

## United States in the United Nations<sup>1</sup>

### Palestine

Gratification with the success of the U.N. mediator, Count Folke Bernadotte, in arranging a four-week cease-fire, effective June 11, and the Soviet Union's dissatisfaction that the mediator had asked only France, Belgium, and the United States to provide military observers marked the meetings which the Security Council devoted to Palestine on June 7 and 10.

Expressing the appreciation of the United States for Bernadotte's achievement and for the "statesmanlike attitude" of the governments concerned, Philip C. Jessup, Deputy U.S. Representative in the Security Council, remarked that once again the U.N. had "succeeded in substituting peaceful negotiation for the cruel and wasteful arbitration of the battlefield." He added that the cease-fire agreement contained many of the elements of a truce and gave reason to hope that it could be extended into an enduring settlement.

The Council's resolution of May 29, which was the mediator's terms of reference in his negotiations for a cease-fire, provides that the mediator and the Security Council's Truce Commission (France, Belgium, U.S.) "shall be provided with a sufficient number of military observers." Count Bernadotte asked the French, Belgian, and United States Governments, through their diplomatic missions in Cairo, to provide military observers to help oversee cease-fire observance. Mr. Jessup told the Council June 7 that the United States, "in conformity with this paragraph and as a member of the Truce Commission," had agreed to supply observers. Mr. Parodi and Mr. Van Langenhove made similar statements on behalf of France and Belgium.

At both meetings Andrei Gromyko questioned Count Bernadotte's choice of observers. The May 29 resolution, he said, left open the selection of states to provide observers, and it was necessary for the Council itself to decide who should send them. To create a truce commission consisting of certain states because they happened to have consulates in Jerusalem and then to decide that only these states should provide observers would be logic "not particularly distinguished by modesty". Mr. Gromyko declared that the U.S.S.R. was ready to send military observers to Palestine along with those of other states.

Mr. Jessup stated that to the United States the question of observers seemed simple. The resolution of May 29 indicates clearly that arrangements for observation of the truce "might well be left to the Mediator, working in concert with the Truce Commission." The Security Council could

of course change the wording of the resolution if it chose to do so, and the United States would naturally be bound by any such change. But the arrangement already established, Mr. Jessup said, seems to the United States to be "a simple and practical one which the Council has already authorized."

Mr. Gromyko replied that Mr. Jessup's statement showed that the United States had a "negative attitude" toward the participation of Soviet Union observers. He reserved the right to submit a formal resolution on observer arrangements at the Council's next meeting on Palestine.

### Techniques of Pacific Settlement

The Interim Committee of the General Assembly is making "substantial progress" in developing general principles of international cooperation and improved methods for pacific settlement of disputes, Philip C. Jessup, Deputy U.S. Representative, said in a press statement released June 7.<sup>2</sup>

This aspect of the work assigned to the Interim Committee by the General Assembly's resolution of November 13, 1947, is in the hands of a 15-nation subcommittee, which plans to complete its work in July. The United States is a member.

The subcommittee is studying pacific settlement procedures, which are mentioned in article 33 of the Charter as including negotiation, enquiry, mediation, conciliation, arbitration, and judicial settlement, in the light of existing treaties and of League of Nations and inter-American experience. Mr. Jessup noted that the subcommittee is emphasizing the obligation of U.N. members to try settling their disputes by these methods before bringing them to the Security Council or the General Assembly.

The subcommittee also has under consideration proposals for improving the machinery of international conciliation. "For example," Mr. Jessup said, "China and the U.S. have suggested the creation of a panel . . . of competent persons who might be selected by states or by U.N. organs for service on commissions of enquiry and conciliation. . . . There have been several instances in which competent personnel has been urgently needed for N.U. commissions, as in the cases of Indonesia, Kashmir and the Balkans."

### India-Pakistan Disputes

The Security Council met June 8 to discuss a letter from Prime Minister Nehru of India which protested the Council's June 3 decision to enlarge the scope of its Kashmir Commission.

<sup>1</sup> June 4-June 10, 1948.

<sup>2</sup> U.S. Mission to U.N. press release 469.

Mr. Nehru's letter also reaffirmed India's objections to the plan approved by the Council on April 21 for a plebiscite in Kashmir and Jammu and said there "can be no question of the Commission proceeding to implement the resolution on Kashmir until objections by the Government of India have been met."

The Indian contention is that Pakistan's charges of Indian aggression against the state of Junagadh, genocide, and violation of certain inter-dominion agreements do not constitute threats to peace and are outside the Security Council's jurisdiction.

The Council informally agreed that its President, Mr. El Khouri of Syria, should reply to Mr. Nehru that, first, the Council had come to no conclusion about the three Pakistan complaints but had merely asked its Commission for information on them, and, secondly, the Commission itself would discuss with Indian and Pakistan authorities, upon its arrival, the question of implementing the Kashmir plan.

Mr. El Khouri said he would draft such a letter and submit it to a later meeting of the Council, but Philip C. Jessup of the United States said he was sure the Council would prefer to have the letter sent off promptly without review.

#### **Human Rights**

The Human Rights Commission will find it necessary to revise its timetable for the preparation of a "Bill of Human Rights" in the light of experience gained at its current session, the U.S. Delegation believes.

When the Commission convened its third session on May 24, it was hoped that by June 18 it could complete the drafts of a Declaration of Human Rights, a Covenant of Human Rights, and suggestions for implementation of the Covenant.

The Commission has found that the drafting of the declaration alone is a bigger job than was anticipated. It is likely that only the declaration will be completed at this session.

Subsequent procedure had not been determined as of June 10. The declaration alone could be sent to the Economic and Social Council for review at its Geneva session, opening July 19, or the Com-

mission could withhold it until it completes the other two drafts at a later meeting.

#### **Korean Commission**

The U.N. Temporary Commission on Korea returned to Seoul on June 7 from Shanghai, where it has been writing its report, to make itself available for consultations with the representatives elected on May 10 by the people of southern Korea, the U.S. zone. This action by the Commission further implements the General Assembly resolution of November 14, 1947, sponsored by the United States and provided that elections be held "to choose representatives with whom the Commission may consult regarding the prompt attainment of the freedom and independence of the Korean people."

#### **Balkan Commission**

The U.N. Special Commission on the Balkans, on which the United States is represented by Admiral Alan G. Kirk, Ambassador to Belgium, moved its headquarters from Geneva to Solonika to write its report for the third session of the General Assembly. The Chairman stated that the Commission's task would not be completed with the adoption of the report in Geneva but its activities would continue until the Assembly meets this fall.

#### **Far East Economic Meeting**

The U.S. Representative on the U.N. Economic Commission for Asia and the Far East, Henry F. Grady, Ambassador to India (recently appointed Ambassador to Greece), told the Commission that American capital is available for investment in the Far Eastern area, but that "conditions must be favorable for sound loans just as they must be for direct investments in enterprises." He also called for efforts to raise the standard of living of the Asiatic countries to the maximum. The Commission, which opened its third session in Ootacamund, India, on June 1, had virtually completed its recommendations by June 10 on trade development, industrial development, flood control, food and agriculture and the technical training of personnel. The Commission was expected to complete its session on June 12.



## International Interests in the Supply and Production of Rice

by Leonard B. Ellis

The International Rice Meeting, called by the Director General of the Food and Agriculture Organization (FAO), was held at Baguio, Republic of the Philippines, March 1-13, 1948. This Meeting was called in response to a recommendation made at the Third Session of the FAO Annual Conference, which was held at Geneva August 25-September 11, 1947. The Geneva conference recommended that a rice meeting be convened to take up at the governmental level the problem of implementing the recommendations made by the Rice Study Group which had met at Trivandrum, India, May-June 1947.

### Agenda

In addition to the usual provisions for organization and procedure, the agenda provided for (1) a statement by the FAO on the current rice situation and future prospects; (2) statements by individual country delegates; (3) statements by the chairmen of the Baguio Nutrition Meeting and the Baguio Fisheries Meeting which immediately preceded the Rice Meeting; and (4) a statement by the Secretary General on the recommendations of the Rice Study Group. Principal items of business for consideration by the Meeting were listed as a world-wide rice conservation program; measures to increase the area, yield, and efficiency of rice production; improvement in rice marketing and distribution; international organization for rice; and a three-year program for an expanding rice economy.

### Participation

The Meeting was attended by voting delegations from the following 18 FAO member countries: Australia, Burma, China, Ecuador, Egypt, France, India, Italy, Liberia, Mexico, the Netherlands, Pakistan, Paraguay, the Republic of the Philippines, Siam, the United Kingdom, the United States, and Venezuela. Portugal was represented by an observer. In addition seven international organizations were represented by observers: the United Nations, the Economic Commission for Asia and the Far East, the Red Cross, the Supreme Command for the Allied Powers, the United States Allied Military Government in Korea, the United Nations Educational, Scientific and Cultural Organization, and the World Health Organization.

### Organization and Procedure

The Meeting opened with plenary sessions on the first two days. Following the opening cere-

monies Joaquin M. Elizalde, Philippine Ambassador to the United States and chairman of the Philippine Delegation, was unanimously elected chairman of the Meeting.

Rules of procedure and an agenda were adopted. The following four committees were established to consider principal items of business listed in the agenda: I—Expansion of Rice Production; II—Rice Marketing and Distribution; III—International Organization; and IV—Three-Year Rice Program. The working committees and their subcommittees met daily until they had completed reports on the subjects assigned to them.

### Decisions and Recommendations of the Meeting

In view of the existing world shortage of rice and the belief that shortages will continue for several years because of the war devastation of extensive producing areas and the rapid increase in population in the major rice-consuming areas, the Meeting concentrated its attention on measures to conserve supplies and increase production in the immediate future. While many of the measures recommended were of long-term duration, it was believed they would be of great assistance also in meeting the immediate problem.

A brief summary of some of the more important actions of the Meeting follows:

1. One of the principal limiting factors in achieving increased production is the extreme shortage of workstock in Asia, and since rinderpest infestation is a serious obstacle to the rehabilitation of herds, the Meeting recommended that prompt action be taken by the FAO, in consultation with the International Office of Epizootics, to form a Far East Veterinary Committee to eradicate rinderpest in Southeast Asia through a coordinated program.

2. In order to speed up the rehabilitation of abandoned rice lands, the Meeting recommended that the producing countries "conduct investigations to ascertain the practical usefulness" of mechanized equipment and that the Council of FAO endeavor to obtain such equipment for countries where its use would be practical.

3. The Meeting further recommended that countries submit data to the Council of FAO on their production requisites and requested that the Council consider the establishment of advisory services to aid governments in obtaining their production requirements.

4. In order to provide necessary irrigation for bringing additional lands into production, the

## ACTIVITIES AND DEVELOPMENTS

Conference at Montreal in 1946. These amendments must be ratified by two thirds of the states members of the organization, including five of the eight states of chief industrial importance, before they can come into force. As the number of members at present is 55, the required two-thirds majority is 37. At the time of the Governing Body's session, ratifications from 34 countries, including seven members of chief industrial importance, had been formally communicated to the ILO. Furthermore, ratifications had been authorized by the competent national authority in five other countries.<sup>3</sup>

### ILO Budget for 1949

The Finance Committee presented budget estimates for 1949 amounting to a total of \$5,109,270. This budget was adopted unanimously. According to the established procedure, the 1949 budget as approved by the Governing Body must be laid before the coming session of the International Labor Conference for final adoption. This Conference is scheduled to open at San Francisco on June 17, 1948.

### Problem of Manpower

Another problem to be discussed was one which is now receiving attention in a number of countries, namely, the best means of using available manpower to enhance economic development and increase production. The Governing Body examined the tasks which the Manpower Subcommittee of the Economic Commission for Europe had asked the ILO to undertake. Meeting after the International Manpower Conference at Rome, January 26-February 9, 1948, the Manpower Subcommittee recommended that the ILO: (1) establish an international service for exchange of information and experience regarding vocational guidance and training; (2) collect and disseminate data on manpower available and required, making every effort to render interchangeable the occupational nomenclatures of the different countries and to improve methods of compiling manpower statistics; (3) draft minimum standards for migration in Europe; and (4) take all other necessary action to accelerate manpower movements between European countries.

The Director General of the ILO pointed out that the proposed work is in fact within the normal sphere of activity of the ILO. He stressed its immediate and urgent character and expressed the view that the organization should not be too formalistic about it. The Governing Body unanimously decided to accede to the requests made by the Manpower Subcommittee of the Economic

Commission for Europe and, in order that the intended action might be rapidly organized, to establish a small committee of three persons—including a representative of each group (government, employer, and worker)—and three substitutes.

### Migration

The report of the Permanent Migration Committee, which met at Geneva, February 23-March 2, 1948, was examined. This report referred to the urgent character of migration problems and expressed the desire that the ILO should pursue the study started in 1934 on cooperation between the factors in production. It recommended the development through the ILO of international facilities in the field of migration. These facilities would include improved statistical and other information, on a periodic basis, regarding migration movements; an international employment information service to assist individual countries in the resettlement of manpower; and a corps of experts available for conducting migration surveys and for giving assistance to individual states members which ask for it. The Committee also recommended that immigration countries establish, with the aid of the ILO, a classification of the principal occupations in industry and agriculture which they are able to throw open to immigrants, clearly indicating in each case the nature of the work required.

The Governing Body adopted the conclusion contained in the report of the Permanent Migration Committee, including a final decision to plan the revision of the 1939 convention and recommendations on migration for employment upon the agenda of the International Labor Conference in 1949. Furthermore, the office was authorized to circulate to governments the proposed texts of the revised conventions and recommendations. Provision was made for a further session of the Permanent Migration Committee early in 1949.

### Freedom of Association

The Governing Body considered the effect to be given to a resolution adopted by the International Labor Conference in 1947 concerning international machinery for safeguarding freedom of association. The question of freedom of association had been taken up at the request of the United Nations Economic and Social Council. The Director General stated that this was one of the most important questions before the ILO and that it might be anticipated that the International Labor Conference of 1948 would adopt a convention on this subject carrying with it the operation of the normal machinery of the ILO for seeing that the convention, if ratified, was carried out. He pointed out that it might be necessary to establish in consultation with the United Nations, supplementary machinery for securing the effective pro-

<sup>3</sup> The official deposit of the thirty-seventh ratification occurred on Apr. 20, 1948. The constitution of the International Labor Organization instrument of amendment, 1946, is, therefore, now in effect.



tection of freedom of association throughout the world. The Governing Body was requested to examine the question from this point of view and report to the International Labor Conference at its 1948 session. A draft report for this purpose was submitted by the Office. This document was turned over to the Standing Orders Committee for examination.

#### Other Subjects

The Governing Body examined the reports of the Standing Orders Committee concerning various legal and technical matters connected with ILO procedure. The allocation among states members of financial contributions to the ILO was discussed. A report on relations between the ILO and other international organizations was presented, showing that close contacts have been maintained with the United Nations and the specialized agencies in all fields of common interest. There was discussion on the general question of how to secure the best possible coordination between different international institutions.

It was decided to convene the Seventh International Conference of Labor Statisticians early in October 1949, and an agenda for this session was approved. Montevideo was accepted as the place of meeting of the Fourth Regional Conference of American States Members of the ILO in December. It was also decided that an international conference of experts on pneumoconiosis should be held during 1949 in Australia.

The 105th Session of the Governing Body is scheduled to open at San Francisco on June 9, immediately before the Thirty-first Session of the International Labor Conference.

#### U.S. DELEGATION TO THIRTY-FIRST SESSION OF INTERNATIONAL LABOR CONFERENCE

The President has approved the appointment of four United States Delegates and an alternate delegate to the Thirty-first Session of the International Labor Conference at San Francisco, scheduled to be held June 17-July 10, 1948.

The delegates, whose names were submitted to the President by the Secretary of State upon recommendation of the Secretary of Labor, will represent the Government, employers, and workers of the United States, as follows:

##### I. Representing the Government of the United States

###### DELEGATES

David A. Morse, Under Secretary of Labor (Head of Delegation)  
Elbert D. Thomas, U.S. Senate

###### SUBSTITUTE DELEGATE AND ADVISER

Thacher Winslow, Assistant to the Under Secretary, Department of Labor

##### II. Representing the Employers of the United States

###### DELEGATE

J. David Zellerbach, President, Crown Zellerbach Corporation, San Francisco

##### III. Representing the Workers of the United States

###### DELEGATE

Frank P. Fenton, International Representative, AF of L, Washington

The delegation also will include a staff comprising the following:

###### Advisers

G. Russell Bauer, Field Representative, Wage and Hour and Public Contracts Divisions, Department of Labor, Chicago

Clara M. Beyer, Associate Director, Bureau of Labor Standards, Department of Labor

Anna F. Blackburn, Principal Attorney, Office of the Solicitor, Department of Labor

Millard Cass, Special Assistant to the Under Secretary of Labor, Department of Labor

L. Wendell Hayes, Specialist in International Organization Affairs, Office of United Nations Affairs, Department of State

Harry A. Jager, Chief, Occupational Information and Guidance Service, Office of Education, Federal Security Agency

Rachel F. Nyswander, Labor Economist, Women's Bureau, Department of Labor

Charles Sattler, Commissioner, West Virginia State Department of Labor, Charleston, W. Va.

Collis Stocking, Assistant Director for Program Policy, U.S. Employment Service, Department of Labor

Oscar Welgert, Chief of Section, Foreign Labor Conditions Staff, Bureau of Labor Statistics, Department of Labor

Arynness Joy Wickens, Assistant Commissioner for Program Operations, Bureau of Labor Statistics, Department of Labor

Bernard Wiesman, Division of International Labor, Social and Health Affairs, Department of State

###### Special Assistant to Head of Delegation

Edith G. Boyer, Administrative Assistant to the Under Secretary of Labor, Department of Labor

##### Representing the Employers of the United States

###### ADVISERS:

William B. Barton, in charge of Labor Relations, U.S. Chamber of Commerce, Washington

Miss L. E. Ebeling, Director of Personnel, Sherwin Williams Paint Company, Cleveland

Carroll French, Director of Research, Department of Industrial Relations, National Association of Manufacturers, New York City

M. M. Olander, Director of Industrial Relations, Owens-Illinois Glass Company, Toledo

Maitland S. Pennington, Office of the Vice President, Pacific Transport Lines, Inc., San Francisco

H. M. Ramel, Vice President, Ramsey Corporation, St. Louis

Thomas R. Reid, Vice President, Human Relations, McCormick and Company, Inc., Baltimore

Charles E. Shaw, Manager, Industrial Relations, Standard Oil Company of New Jersey, New York City

James Tanham, Vice President, The Texas Company, New York City

##### Representing the Workers of the United States

###### ADVISERS:

Dave Beck, Representative, International Brotherhood



## ACTIVITIES AND DEVELOPMENTS

of Teamsters, Chauffeurs, Warehousemen, and Helpers, Seattle  
 Nelson Cruikshank, Director of Social Security Activities, American Federation of Labor, Washington  
 C. W. Doyle, Secretary, Seattle Central Labor Union, Seattle  
 H. W. Fraser, President, Order of Railway Conductors of America, Cedar Rapids, Iowa  
 C. J. Haggerty, Secretary, California State Federation of Labor, San Francisco  
 Bert M. Jewell, Representative, Railway Labor Executives Association, Washington  
 George Meany, Secretary-Treasurer, American Federation of Labor, Washington  
 Rose Schneiderman, President, Women's Trade Union League, New York City  
 Serafino Romualdi, Secretary, International Relations, Inter-American Confederation of Workers, Washington  
 John F. Shelley, President, San Francisco Central Labor Council, San Francisco  
 E. M. Weston, President, Washington State Federation of Labor, Seattle

### Secretary of the United States Delegation

Millard L. Kenestrick, Division of International Conferences, Department of State

The agenda for the Thirty-first Session includes the following items: (1) the Director General's report; (2) financial and budgetary questions; (3) reports on the application of conventions; (4) consideration of the adoption of one convention and one recommendation providing for national employment services and consideration of the adoption of a convention revising the convention on fee-charging employment agencies adopted by the Conference in 1933; (5) preliminary consideration of the question of vocational guidance with a view to framing international standards at the 1949 session; (6) wages, including questions of wage policy, fair-wage clauses in public contracts, and the protection of wages; (7) consideration of a convention to safeguard freedom of association of workers and employers and to protect their right to organize; (8) the question of industrial relations, including the application of the principles of the right to organize and bargain collectively, collective agreements, conciliation and arbitration, and cooperation between the public authorities and employers' and workers' organizations; (9) consideration of a convention partially revising the night-work (women) convention, 1919, and the night-work (women) convention (revised), 1934; (10) consideration of a convention partially revising the night work of young persons (industry) convention, 1919; (11) substitution of the provisions of the night-work (women) convention (revised), 1934, and of the night work of young persons (industry) convention, 1919, contained in the schedule to the labor-standards (non-metropolitan territories) convention, 1947, for the corresponding provisions of the conventions proposed under items (9) and (10) above; and (12) approval of an annex to the convention on the privileges and immunities of the specialized agen-

cies, as it relates to the ILO, which were adopted at the Second Session of the United Nations General Assembly.

The International Labor Conference, which meets at least once a year, is the legislative body of the International Labor Organization (ILO). The first meeting of the Conference was held in 1919, and the most recent session was held in June and July 1947 at Geneva. The function of the Conference is to formulate conventions and recommendations which are then submitted to the competent authorities of each member nation for ratification or implementation. It is expected that representatives of most of the 55 member nations will participate in the forthcoming Conference session.

## U.S. DELEGATION TO SIXTH SESSION OF INTERIM COMMISSION OF WHO

[Released to the press June 18, 1948]

The Department of State has announced the composition of the United States Delegation to the Sixth Session of the Interim Commission of the World Health Organization (WHO), scheduled to be held at Geneva, June 18-23, 1948.

The Delegation is as follows:

### Chairman

Dr. H. van Zile Hyde, Senior Surgeon, U.S. Public Health Service; Assistant Chief, Health Branch, Division of International Labor, Social and Health Affairs, Department of State; and Alternate U.S. Representative on the Interim Commission of the World Health Organization

### Advisers

Dr. Morton Kramer, Chief, Research Branch, Office of International Health Relations, U.S. Public Health Service  
 John Tomlinson, Assistant Chief, Division of International Organization Affairs, Department of State

The purpose of the meeting is to review and approve for transmission to the World Health Assembly, scheduled to open at Geneva on June 24, the reports of the Expert Committees of the Commission and other matters which have developed since the adjournment of the Fifth Session of the Interim Commission in February. The Commission will also approve its over-all report to the World Health Assembly and will make final plans for the Assembly.

The Interim Commission of the WHO was set up at the International Health Conference at New York City in July 1946 to consider urgent health problems arising during the period prior to the establishment of the World Health Organization and to formulate plans for setting up the permanent Organization. The World Health Organization came into existence on April 7, 1948, when the required twenty-sixth United Nations member notified the Secretary-General of ratification of the constitution.

## Meeting of the Second Assembly of ICAO

### STATEMENT BY THE CHAIRMAN OF THE U.S. DELEGATION<sup>1</sup>

[Released to the press June 2]

Mr. President: The United States of America sees at least four main opportunities for this second assembly to promote the sound growth of international civil aviation.

First, there is the opportunity which exists for the development of wider and deeper mutual understandings and friendships. The International Civil Aviation Organization now has a membership of 48 contracting states. This assembly, therefore, constitutes a large gathering—a large forum—of the nations of the world.

In the work of the assembly, my Government hopes that each delegation present will contribute equally to the discussion and solution of the problems presented. Only by such widespread and democratic participation can we come to appreciate each other's individual problems. And only by such appreciation—and by a tempering wherever possible of the firmness of our respective positions—can we define sound common objectives and ultimately reach agreements which all of us can support with conviction and enthusiasm.

Second, the assembly provides the opportunity for the full membership of ICAO to review and to comment constructively on the work of the Council, its committees, and the secretariat over the past year. This is especially important to non-Council member states. Benefit to all member states is the objective of the organization as reflected in the provisions of the convention. And at this meeting all member states have not only the opportunity but the obligation to comment upon all the work of ICAO in its first year of operation.

In the opinion of the United States, much of the important work of the organization has progressed somewhat slowly through the Council over the past year. For example, it must be a source of regret to all of us that today, despite the excellent work done by the technical divisions, and despite the urgent recommendation of the first assembly, not one ICAO standard or recommended practice is as yet in force under article 90 of the convention.

My Government believes that the assembly should place increasing emphasis upon the efficiency and effectiveness of the existing organization and its present activities. Expansion by the assembly and the Council either of the organization or the scope of its activities at this time would expose us to the serious risk of simply broadening the area of possible inefficiency and ineffectiveness. This does not mean that we must shun new problems of importance. It means simply that a

happy balance must be struck between the urgency of undertaking new projects and the necessity of pressing forward vigorously with those of greater or equal importance upon which we have already embarked. In striking this balance, we must remember that there is no virtue in providing a program of ideal scope without reasonable assurance of positive accomplishment.

Third, the United States delegation believes that in its deliberations, the assembly should be keenly conscious of the fact that its function is one of policy-making. Its opportunity to make policy will be gravely impaired if it allows itself to be distracted by details of administration. Technological and economic developments will continue to change the detailed pattern of the international civil aviation picture. We would be ill-advised here to attempt to formulate minute and inflexible instructions to the Council on all the phases of ICAO's work in the year ahead. The assembly should establish sound and broad policies. The Council, in its executive actions, should implement those policies in detail for the benefit of all member states.

Fourth, it is the important privilege of this second assembly to arrive at final agreement on a convention on international recognition of rights in aircraft. The United States believes that the adoption and ratification by member states of this convention is urgently required to serve the public interest by providing means whereby operators of aircraft can obtain equipment so essential to a full realization of the potentialities of international air commerce. The need for such a treaty has long been pressing. Surely the many years of study by CITEJA plus the thorough review and redrafting performed by the ICAO Legal Committee at its Brussels meeting last October should insure that the legal commission will report for adoption a workable and mutually satisfactory document which can be approved in Geneva by all states represented.

The President of the United States of America has provided me with full powers to act for him in signing such a convention. We earnestly hope that this convention can be completed at this assembly and submitted for ratification.

These four main lines of action which I have discussed provide us with opportunities for real achievement at this assembly. If we seek other

<sup>1</sup> Russell B. Adams. Made at the opening meeting at Geneva on June 1, 1948.



## ACTIVITIES AND DEVELOPMENTS

opportunities, we should remember that nations sometimes display wisdom not only in what they do but also in what they refrain from doing. We shall make a wise decision if we do not undertake now a revision of the organization's basic charter. That should wait at least until 1950. Not the trappings of form and procedure but good faith and intelligence, applied in a spirit of cooperation, constitute the ingredients of all achievement. Several years of operating experience are required to provide us with the wisdom for taking the important step of revision of the fundamentals of our mutual undertakings in the convention.

One last word. As we put aside from day to day the work of the assembly, I hope that we may all become better known to each other. Let us not spend all our energy at the formal conference table. Our delegation hopes to have the time to form personal friendships as well as official acquaintanceships. Thus all of us can acquire friendly understandings of differing viewpoints which will redound to the mutual advantage of all countries and of the organization throughout the year ahead. More than that, and however unconsciously, we shall be building a better world, knitted closer together by the bonds of personal friendship and understanding.

### U.S. DELEGATE TO PROTECTION OF CHILDHOOD MEETING

[Released to the press June 3]

The Department of State announced on June 3 the designation of Elizabeth Munro Clarke, Child Welfare Consultant, Children's Bureau, Social Security Administration, Federal Security Agency, as United States Alternate Technical Delegate to the regular annual meeting of the Council of the American International Institute for the Protection of Childhood. The meeting is scheduled to convene on June 5, 1948, at Montevideo, Uruguay.

The agenda for this meeting of the Council includes: (1) consideration of the annual report of the Director of the Institute; (2) review of the resolutions and recommendations of the Ninth Pan American Child Congress, held at Caracas, Venezuela, January 1948; (3) consideration of the future development of the Institute in the light of the resolutions of the Ninth International Conference of American States, held at Bogotá, Colombia, March-April 1948; and (4) consultation concerning article 9 of the statutes of the Institute, which deals with representation of member states.

The Council, composed of representatives of the 19 member states (Haiti and Nicaragua are not members of the Council), directs the activities of the American International Institute for the Protection of Childhood. The Institute was established with headquarters at Montevideo in accord-

ance with a resolution of the Fourth Pan American Child Congress (1924). The Institute serves as the official inter-American agency for the promotion of child welfare in the American republics, and it is a center of social action, information, advice, and study of all questions relating to child welfare.

United States participation in the American International Institute for the Protection of Childhood was authorized by Congress in 1928. Since that time Miss Katharine F. Lenroot, Chief of the Children's Bureau, has been this country's technical delegate. Owing to prior commitments, Miss Lenroot is unable to attend this meeting and Miss Clarke is going in her stead.

### U.S. DELEGATION TO CONFERENCE OF NORTH ATLANTIC STATES CONCERNING ICELAND AIR-NAVIGATION SERVICES

[Released to the press June 3]

The Department of State announced on June 3 the composition of the United States Delegation to the Conference of North Atlantic States Concerned in Joint Support of Iceland Air Navigation Services, which has been called by action of the Council of the International Civil Aviation Organization (ICAO). This meeting is scheduled to convene at Geneva on June 21, 1948, and its sessions will be held simultaneously with those of the second annual assembly of ICAO, which opened at Geneva on June 1. The composition of the Delegation is as follows:

#### Chairman of Delegation

Paul A. Smith, Rear Adm., U.S. Coast and Geodetic Survey, U.S. Representative on Council of ICAO

#### Advisers

Leo G. Cyr, Assistant Chief, Aviation Division, Department of State

Paul T. David, U.S. Representative on the Air Transport Committee of ICAO

Glen Gilbert, Chief of Technical Mission, Civil Aeronautics Administration

Edward S. Prentice, Assistant Chief, Aviation Division, Department of State

Brackley Shaw, General Counsel, Department of the Air Force

Stuart G. Tipton, General Counsel, Air Transport Association of America

The Icelandic conference is expected to draw up a final act which will make recommendations to interested governments and to the ICAO Council with a view to insuring on a multilateral-support basis the continued operation of air-navigation services and facilities located in Iceland. These services are essential to safe and efficient transatlantic air operations. Both the President's Air Policy Commission and the Congressional Aviation Policy Board have strongly recommended that the United States play an important role in insuring the continued operation of air-navigation

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services on routes used in international air commerce through the joint support program of the International Civil Aviation Organization.

The work of the forthcoming conference will represent a major forward step in this phase of Icao operations designed to promote safety and efficiency in international air commerce. If the conference's recommendations are carried out, air-traffic control, weather, and other services located in Iceland's territory will be jointly supported by those governments whose airlines fly the North Atlantic.

#### U.S. DELEGATION TO JOURNÉES MÉDICALES DE BRUXELLES

[Released to the press June 3]

The Department of State announced on June 3 that Col. Otis O. Benson, Jr., M.C., Office of the Air Surgeon, United States Air Force, has been designated chairman of the United States Delegation to the Twenty-second Session of the Journées Médicales de Bruxelles (Medical Congress of Brussels) scheduled to be held at Brussels, June 12-16, 1948. Col. Roger G. Prentiss, Jr., M.C., United States Army, Office of the Theatre Surgeon, European Command, will serve as Adviser.

Sessions of the Journées Médicales were held annually before the war with the objective of keeping the practicing physician in touch with current research. The first meeting after the war, the Twentieth Session, was held in June 1946, and the Twenty-first Session was held in June 1947.

The forthcoming session will provide an opportunity for representatives of the medical profession from various countries to meet and exchange information concerning recent developments in the science of medicine. Colonel Benson will present a paper entitled: "United States Air Force Research and Development in the Medical Sciences of Clinical Importance".

#### U.S. DELEGATION TO FIRST INTERNATIONAL CONGRESS OF B.C.G. VACCINE

[Released to the press June 3]

The Department of State announced on June 3 the composition of the United States Delegation to the First International Congress of B.C.G. Vaccine (tuberculosis preventive), scheduled to be held at Paris, June 18-23, 1948. The United States Delegation is as follows:

##### Chairman

Carroll E. Palmer, Senior Surgeon, Chief, Field Studies Office, Tubercular Division, U.S. Public Health Service, Federal Security Agency

##### Delegates

Otis O. Benson, Jr., Col., M.C., U.S.A.F., Office of the Air Surgeon, Headquarters, U.S. Air Force

June 13, 1948

Carl Z. Berry, Lt. Col., M.C., U.S.A., Assistant Military Attaché for Medicine, American Embassy, London  
John W. Regan, Lt. Col., M.C., U.S.A., Chief, Environmental Sanitation Branch, Office of the Surgeon General, Department of the Army

The Congress is being organized by the Institut Pasteur under the patronage of the President of the Republic of France and members of the French Government. Its purpose is to commemorate the application of B.C.G. vaccine to mankind and to estimate the scope of its use in different countries. The meeting will also celebrate the fiftieth anniversary of the establishment of the Institut Pasteur at Lille, France. The Institut was founded by Dr. Albert Calmette and is the scene of his main research in cooperation with Dr. Camille Guérin on B.C.G. vaccine.

#### 'Aid From America'—Continued from page 757

he went he encountered bows, salutes, hand-clapping, or cheers; photographers walked backward snapping shutters as he approached; no one was permitted to precede him into a building or room. The hotels of Ragusa were not suitable, he was told, to shelter him, and he was therefore lodged, wined, and dined by the prefect in a modern and magnificent governor's palace whose ballroom walls were inscribed with quotations from Mussolini's speeches and decorated with a 30-foot portrait of Il Duce and another of the late King, both covered with paper.

The weeks before the national elections on April 18 and 19 were marked by economic paralysis, tenseness, some violence, and fear for the future. But when the voting took place, throughout the peninsula and the islands an unexpected calm prevailed. Naples was if anything quieter than on a normal Sunday; the atmosphere was somewhat festive and casually cheerful. There was much less evidence of police and *carabinieri* activities than during the previous 10 days. Balloon sellers did their usual business; fishermen peacefully mended their nets; sleeping figures topped the sea wall; sailboats and racing shells dotted the bay; the crowds turned out for their regular Sunday-evening *corso*; and the restaurants served nothing stronger than mineral water.

Immediately after the elections a great feeling of relief and much greater confidence in the future were evident. One of the great issues of the campaign had been settled: "Aid From America" was necessary, it was understood and appreciated, and it was welcome.

## THE RECORD OF THE WEEK

### Agreement of London Conference on Germany

#### Statement by the Department of State

[Released to the press June 2]

The Department of State is gratified that agreement has been reached on all points of substance at the London conference on Germany. In addition to his many other tasks, Ambassador Douglas represented the United States as chief delegate during the long and arduous sessions which lasted almost six weeks, and he did a masterful job in contributing to the successful conclusion reached. The conference results will be submitted as agreed recommendations to the respective governments for their approval. The delegations are putting the finishing touches to their report to their governments, and it is understood that a more complete announcement will be made shortly. Until this information is officially available, the Department is unable to add anything further to the brief communiqué issued at London except to express the hope that the governments themselves will be able to agree at an early date to the program drawn up at London, which seems to offer the prospect

of constructive achievement in solving the problems facing us in Germany.

#### Communiqué Issued by U.S., U.K., France Belgium, Netherlands, Luxembourg

[Released to the press June 2]

June 2, 1948

The informal discussions on Germany between Representatives of the United States, United Kingdom, France and the three Benelux countries, which began in London on February 23 and which, after a recess beginning on March 6, were resumed on the 20th of April, have resulted in agreements on the items discussed. Agreed recommendations over the whole field are being submitted for approval to the Governments concerned, as envisaged in the communiqué issued on March 6. A report of these recommendations will shortly be made public.

### U.S.S.R. Urged To Give Views on Return of Free Territory of Trieste to Italy

#### Note From Secretary Marshall to the Soviet Ambassador<sup>1</sup>

[Released to the press June 1]

June 1, 1948

The Secretary of State presents his compliments to His Excellency the Ambassador of the Union of Soviet Socialist Republics and has the honor to refer to his note of April 16, 1948 regarding the proposal that the Free Territory of Trieste be returned to Italian sovereignty.<sup>2</sup> In that note the Soviet Government was informed that the Government of the United States would welcome any suggestions which the Soviet Government might desire to propose concerning the procedure for

drafting the necessary protocol to the Treaty of Peace with Italy to effect the return of the Free Territory to Italian sovereignty.

As the Government of the United States is convinced that the protection of the rights and interests of the people of the Free Territory require the very early resolution of the problem, it is hoped that the Soviet Government will communicate its views at an early date concerning the procedure to be followed for the joint consideration of the matter by the powers concerned.

<sup>1</sup> Alexander S. Panyushkin is the Soviet Ambassador to the United States.

<sup>2</sup> BULLETIN of Apr. 25, 1948, p. 549. See also BULLETIN of Apr. 4, 1948, p. 453, and Apr. 18, 1948, p. 522.

## Turkey Adheres to Purposes of Economic Cooperation Act

### EXCHANGE OF NOTES BETWEEN THE UNITED STATES AND TURKEY

[Released to the press by the Department of State  
and the ECA May 25]

*Under Secretary Lovett to Ambassador Baydur*

*May 18, 1948*

EXCELLENCY: I have the honor to refer to the Economic Cooperation Act of 1948 which became law on April 3, 1948.

I should like to call your attention to the general provisions of section 115 of the Act regarding the conclusion of an agreement between each of the participating countries and the United States.

In accordance with your Government's stated desire to cooperate with the United States and with the other participating countries in accomplishing the objectives of a joint recovery program, I should appreciate being notified that your Government adheres to the purposes and policies which the Act as a whole is designed to carry out. The purposes of the Act are stated in the whole of subsection 102(b), and the policies referred to in subsection 102(b) are those designated as such in subsection 102(a). I should also like to know whether your Government intends to conclude an agreement with the United States in accordance with section 115 of the Act, and whether your Government is now acting consistently with the applicable provisions of subsection 115(b), and intends to continue acting consistently with those provisions. Among them is one regarding continuous efforts of the participating countries to accomplish a joint recovery program through multilateral undertakings and the establishment of a continuing organization for this purpose.

I hope that in the near future representatives of our two countries may begin negotiations for an early conclusion of the agreement contemplated in the Act.

Accept [etc.]

For the Secretary of State:

ROBERT A. LOVETT  
*Under Secretary of State*

*Ambassador Baydur to the Secretary of State*

*May 18, 1948*

SIR: I have received your letter of this date concerning the general provisions of Section 115 of the Economic Cooperation Act of 1948 regarding the conclusion of an agreement between the United States and Turkey.

As you know, my Government desires to cooperate with the United States, and with the other countries participating in a joint recovery program to effectuate the purposes of this program. I am, accordingly, authorized to inform you that my Government adheres to the purposes and policies of the Economic Cooperation Act of 1948, which are stated in the whole of subsection 102(b) and in subsection 102(a) respectively, and which the Act as a whole is designed to carry out.

My Government has taken careful note of the provisions of subsection 115(b) of the Act, and intends to conclude an agreement with your Government pursuant to that subsection. It is my Government's understanding that the details of the applicability to Turkey of paragraphs (1) through (10) of subsection 115(b) will be covered in the discussions of the terms of this agreement. My country is already acting consistently with the provisions of subsection 115(b) that are applicable to it, and is engaged in continuous efforts to accomplish a joint recovery program through multilateral undertakings and the establishment of a continuing organization for this purpose. I join in the hope that negotiations for the conclusion of the agreement between our two countries may be started soon.

Please accept [etc.] HUSEYIN RAGIP BAYDUR

### Transportation Survey To Be Conducted In Greece

[Released to the press June 5]

A comprehensive transportation survey is scheduled to start in Greece the middle of June. The survey is designed to determine the need and priority for rehabilitation and development of the Greek rail and highway systems, coastal shipping, and civil aviation. The survey, which was requested by the Greek Government, will be carried out jointly by the American Mission for Aid to Greece and the Economic Cooperation Administration. American and Greek transport experts will conduct the survey.

Results of the survey are expected to provide a guide to determining the best types of transport



to assure efficient distribution of commodities and at the same time provide a transport system which the Greeks will be able to support and maintain. Emphasis will be placed on the cost of transportation, particularly as its development and rehabilitation are related to contributions from United States aid sources. Consideration will also be given rail and highway transport necessary to enable Greece to maintain international connections with other European countries. Agricultural areas still undeveloped or now served by inadequate transportation will be studied with a

view to assuring quicker distribution of farm commodities.

One of the more significant aspects of the survey will be the study of civil aviation as it relates to other forms of inland transport. An attempt will be made to determine the feasibility of expanding air travel for transport of both passengers and freight. Many of the Greek islands, notably Crete and Rhodes, are considerable distances from the mainland, and, while they are presently connected by both sea and air transport, expanded air-freight shipments might prove feasible.

## U.S. Views Lebanese Detention of American Citizens as in Disregard of Principles of International Law

[Released to the press May 30]

Upon instruction of the Department of State, the United States Minister to Lebanon, Lowell C. Pinkerton, on May 29, delivered a formal note of protest to the Lebanese Foreign Office.<sup>1</sup> The note informed the Lebanese Government that this Government considers the grounds for the detention of the Americans taken from the SS *Marine Carp* unsatisfactory. The note stated that so far as the United States Government has been advised, Lebanese authorities do not purport to have acted under the authority of any law or legal process of Lebanon; the Lebanese Government has made

no showing that these men have been charged with any offense against Lebanese law, or that the Government's action has been in conformance with basic processes of law recognized throughout the world relating to arrest, charge of commission of a crime, hearing, and trial. Accordingly, the United States Government cannot but view the action of the Lebanese Government as in disregard of the established principles of international law relating to the rights and duties of a state with respect to aliens. Therefore, the note stated, "The United States Government protests the continued detention of these American citizens and requests their immediate release."

## Supplemental Appropriation for Surplus Property Requested for Extending Credit to Iran

[Released to the press May 28]

A subcommittee of the Senate Appropriations Committee, under the chairmanship of Senator Styles Bridges, on May 28 opened hearings on a request by the President, on the recommendation of the Secretary of State, for a supplemental appropriation for the care, handling, and disposal of surplus property abroad. The requested appropriation was for \$19,155,000, of which \$15,675,000 is designed to cover the cost of repairing, packaging, and shipping surplus military equipment to be sold to Iran.

As stated by representatives of the Department of State and the Department of the Army before the Senate Subcommittee on May 28, the appropriation is requested in order to enable the Foreign Liquidation Commissioner to extend credit to the Iranian Government up to the amount specified for expenses which would be incurred in connection with the sale to Iran of certain items of surplus military equipment needed by the Iranian Army and *gendarmerie* to maintain internal secu-

rity in that country. Both the purchase price of the equipment and the cost of repairing, packaging and shipping would be repaid by the Iranian Government over a period of 15 years with 2½ percent interest. These terms are in accord with normal credit policies of the Office of the Foreign Liquidation Commissioner.

The Department's representative testified that the reason a special appropriation was requested in this case was the inability of the Iranian Government to pay in cash dollars the approximately 15 million dollars which would be required. It was stated to the Senate Subcommittee that although under existing legislation the Foreign Liquidation Commissioner could extend credit for the sale of surplus military property, there were no appropriated funds from which he could advance the cost of repairing, packaging, and shipping such property. It was emphasized that none of the articles which it was proposed to sell to Iran were of a character which would be used for offensive action against a foreign power. Only light weapons, such as fighter planes, small tanks

<sup>1</sup> Not printed.

infantry mortars, and machine guns, together with noncombat items, were included in the list.

It was further explained that, in response to a request by the Iranian Government, negotiations were begun in October 1946, and an agreement was signed and made public on June 20, 1947, whereby the United States offered to extend credit for the purchase by the Iranian Government of surplus military property. This agreement was subject to ratification by the Iranian Parliament. On February 17, 1948, the Iranian Parliament approved the purchase of surplus United States military equipment up to the amount of 10 million dollars, but, because of the shortage of dollar exchange at the disposal of the Iranian Government, the Parliament requested that the Iranian Government obtain credit to cover the cost of repairing, packaging, and shipping the equipment as well as for the cost of the equipment itself. The Department of State, recognizing the difficulty which the Iranian Government would have in finding the dollar exchange and the importance to Iran of having adequate equipment for its internal security forces, considers that this request is justified and has, accordingly, initiated the request to Congress for a special appropriation to cover the immediate costs involved.

The proposed sale of surplus military property

to Iran does not differ in any way from numerous other sales of surplus material to other countries, except that in this particular case the Iranian Government finds itself unable to pay in cash dollars the costs involved in delivery of the equipment in question. The negotiations have been carried out in routine fashion, and each important step has been made public both in the United States and Iran. In this connection, reference is made to the Department's press releases 304 of April 10, 1947, and 509 of June 20, 1947.<sup>1</sup> The objective of the Iranian Government in seeking these supplies, as announced in those press releases, has been to re-equip the Iranian Army and *gendarmarie* in order to maintain internal security in Iran. The equipment of both forces is at present below standard because they have been unable to obtain adequate replacements since the outbreak of World War II. In the light of the declaration of Tehran of December 1, 1943, in which the United States, Great Britain, and the Soviet Union declared their desire for the maintenance of the sovereignty, independence, and territorial integrity of Iran, and in view of the interest of the United States in the maintenance of security in the Middle East, the Department of State considers it in the interest of the United States as well as of Iran to meet the request of the Iranian Government.

## United States Desires Termination of Mixed Nationality Commission in Poland

[Released to the press May 25]

The United States Government through its Embassy at Warsaw has informed the Government of the Republic of Poland that it desires to terminate the activities of the Mixed Nationality Commission established to determine the validity of claims to American citizenship by persons residing in Poland and that henceforth such matters will be taken up through diplomatic channels. It is estimated that there are as many as 20,000 claimants to American citizenship in Poland at present.

Negotiations between the United States and Poland concerning the establishment of the mixed Nationality Commission began in Warsaw in December 1946 and culminated, after the exchange of several notes, in the establishment of the Commission in June 1947. It was agreed that the Commission would be empowered to assemble the relevant facts in individual cases and upon the basis of the facts to make appropriate recommendations to the United States and Polish Governments, leaving to each sovereign state the definite determination of citizenship. It was considered that one of the principal aims of the Commission would be to facilitate visits by representatives of the American Embassy at Warsaw to claimants to

American citizenship who had been arrested by Polish authorities.

The United States Government regrets that none of these objectives has been accomplished. No citizenship cases have been determined and American consular representatives have not been allowed to visit persons under arrest who claim United States citizenship. The already difficult work of the Commission was further complicated when the Polish Foreign Office on April 12 notified the American Embassy of a recently evolved official interpretation of the Polish nationality law wherein the Polish Government takes the position that all persons born abroad of Polish parents are Polish citizens exclusively, regardless of date of birth. Previously the Polish Government had held that only those children born abroad of Polish parents subsequent to the promulgation of the Polish nationality law of January 31, 1920, would be considered to possess Polish citizenship exclusively.

The United States reserves the exclusive right to determine the validity of claims of any persons to United States citizenship and does not admit the right of any other government to decide this question. It will therefore continue to press vig-

<sup>1</sup> BULLETIN of July 6, 1948, p. 47.



ously through diplomatic channels for its rights in this regard as well as for the right to interview and protect the interests of claimants to American citizenship who are under arrest in Poland.

American citizens of Polish parentage who are contemplating trips to Poland are advised to consider carefully the new Polish interpretation of Polish nationality law and the possible difficulties which might be encountered in returning to the United States.

## U.S. Ships To Proceed To Weather Stations in Canadian Arctic Waters

[Released to the press June 4]

Three United States ships—a Navy icebreaker, a Coast Guard icebreaker, and a Navy cargo ship—will proceed to Canadian Arctic waters this summer to resupply the existing weather stations which, as previously announced,<sup>1</sup> have been jointly established there by the Canadian and United States Governments, and to reconnoiter sites for further weather stations to be jointly installed next year. Canadian representatives will participate in the expedition.

The ships will be commanded by Capt. George J. Dufek, United States Navy, embarked in the U.S.S. *Edisto*, icebreaker. Other vessels participating in the cruise will be the U.S.C.G. *Eastwind*, icebreaker, and the U.S.S. *Wyandot*, cargo vessel.

The primary purpose of the expedition is the resupply of the four weather stations that have been established at Slidre Fjord, Eureka Sound; Resolute Bay, Cornwallis Island; southeastern Prince Patrick Island; and the Isachsen Peninsula, Ellef Ringnes Island. Its secondary purpose is such icebreaker reconnaissance as is practicable in nearby areas in which the Canadian and United States authorities plan to establish two further weather stations in 1949.

Helicopters carried aboard the vessels will make short-range flights to assist in navigation through the ice pack.

The *Edisto* will be commanded by Commander E. C. Folger, United States Navy; the *Wyandot* by Capt. J. D. Dickey, United States Navy; and the *Eastwind* by Capt. J. A. Flynn, U.S. Coast Guard.

## Fulbright Grant Awarded Yale Professor

The Department of State announced on June 3 that Dr. John Langdon Brooks, instructor in zoology, Osborne Zoological Laboratory, Yale University, has been selected by the Board of Foreign Scholarships for an award under the Fulbright act to serve as a visiting professor of fresh-water biology at the University of Rangoon in Burma.

<sup>1</sup> BULLETIN of July 13, 1947, p. 82.

## Letters of Credence

### Great Britain

The newly appointed British Ambassador, Sir Oliver Shewell Franks, presented his credentials to the President on June 3, 1948. For texts of the Ambassador's remarks and the President's reply, see Department of State press release 446 of June 3, 1948.

### Brazil

The newly appointed Ambassador of Brazil, Mauricio Nabuco, presented his credentials to the President on June 1, 1948. For the text of the Ambassador's remarks and for the President's reply, see Department of State press release 436 of June 1, 1948.

## THE FOREIGN SERVICE

### Diplomatic Offices

The American Legation at Kabul, Afghanistan, was elevated to Embassy status on June 5, 1948.

### Confirmation

On June 1, 1948, the Senate confirmed the nomination of Henry F. Grady to be Ambassador Extraordinary and Plenipotentiary to Greece.

## THE CONGRESS

First Quarterly Report on the United States Foreign Aid Program: Message from the President of the United States, transmitting the first quarterly report of expenditures and activities under the United States Foreign Aid Program. H. Doc. 636, 80th Cong., 2d sess. 32 pp.

The Economic Report of the President: Message from the President of the United States, transmitting the economic report to the Congress, as required under the Employment Act of 1946. H. Doc. 498, 80th Cong., 2d sess. iii, 136 pp.

Twenty-fifth Report to Congress on Lend-Lease Operations: Lend-Lease Fiscal Operations, March 11, 1941, Through June 30, 1947. Message from the President of the United States, transmitting the twenty-fifth report of operations under the Lend-Lease Act. H. Doc. 568, 80th Cong., 2d sess. vii, 36 pp.

Report on the Operations of the Department of State: Message from the President of the United States transmitting a report by the Secretary of State on the operations of the Department of State. H. Doc. 562, 80th Cong., 2d sess. 15 pp.

Foreign Policy and National Security: Address of the President of the United States delivered before a Joint Session of the Senate and the House of Representatives, recommending action regarding foreign policy and national security. H. Doc. 569, 80th Cong., 2d sess. 5 pp.

Atomic Energy Act of 1946—Veto Message: Letter from the Secretary of the Senate transmitting Message from the President of the United States, returning without approval the bill (S. 1004) entitled "An Act to amend the Atomic Energy Act of 1946 so as to grant specific authority to the Senate members of the Joint Committee on Atomic Energy to require investigations by the Federal Bureau of Investigation of the character, associations, and loyalty of persons nominated for appointment, by and with the advice and consent of the Senate, to offices established by such act." H. Doc. 157, 80th Cong. 2d sess. 3 pp.



## PUBLICATIONS

## Department of State

For sale by the Superintendent of Documents, Government Printing Office, Washington 25, D.C. Address requests direct to the Superintendent of Documents, except in the case of free publications, which may be obtained from the Department of State.

**Diplomatic List**, May 1948. Pub. 3143. 189 pp. 30¢ a copy; \$3.25 a year domestic, \$4.50 a year foreign.

Monthly list of foreign diplomatic representatives in Washington, with their addresses.

**National Commission News**, June 1, 1948. Pub. 3144. 10 pp. 10¢ a copy; \$1 a year domestic, \$1.35 a year foreign.

Prepared monthly for the United States National Commission for the United Nations Educational, Scientific and Cultural Organization.

**Reciprocal Trade. Treaties and Other International Acts** Series 1701. Pub. 3032. 6 pp. 5¢.

Agreement and Accompanying Letters Between the United States of America and the Belgo-Luxemburg Economic Union; rendering inoperative the agreement of February 27, 1935, and supplementing the General Agreement on Tariffs and Trade of October 30, 1947—Signed at Geneva October 30, 1947; entered into force October 30, 1947; effective January 1, 1948.

**Reciprocal Trade. Treaties and Other International Acts** Series 1704. Pub. 3037. 7 pp. 5¢.

Agreement and Accompanying Letters Between the United States of America and France; rendering inoperative the agreement of May 6, 1936, and supplementing the General Agreement on Tariffs and Trade

of October 30, 1947—Signed at Geneva October 30, 1947; entered into force October 30, 1947, effective January 1, 1948.

**12th Report to Congress on Operations of UNRRA; Under the Act of March 28, 1944, as of June 30, 1947.** Pub. 3111. iii, 56 pp. 20¢.

The President's report, including the supply program, health and welfare services, displaced-persons operation, administration, amount of U.S. contribution, and over-all operation of program.

**Selected Publications and Materials Relating to American Foreign Policy**, April 1948. Pub. 3130. iv, 23 pp. Free.

Lists Department publications on the Department and the Foreign Service, U.S. foreign policy as a whole, United Nations, peace, economic reconstruction, reciprocal trade, U.S. policy in occupied areas, refugees and displaced persons, Europe, Near and Far East, and American republics.

**United Nations Conference on Freedom of Information**, Geneva, Switzerland; March 23–April 21, 1948. International Organization and Conference Series III, 5. Pub. 3150. 45 pp. 15¢.

Report of U.S. Delegates, with related documents, including final act, General Assembly resolutions on measures to be taken against propaganda and the inciters of a new war, and list of U.S. Delegates.

**Strengthening the United Nations.** International Organization and Conference Series III, 6. Pub. 3159. 10 pp. 10¢.

Reprinted from BULLETIN of May 16, 1948. Statement made by Secretary Marshall before the House Foreign Affairs Committee on May 5, 1948, outlining the views of the State Department on the structure of the United Nations and the relationship of the Government to the United Nations.

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